

Message Text

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PA-01 PRS-01 SP-02 SS-15 ACDA-05 NASA-01 OES-03 BIB-01

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TO SECSTATE WASHDC IMMEDIATE 903

INFO AMEMBASSY LONDON

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C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 7788

E.O. 11652: GDS

TAGS: TSPA, UN, UR

SUBJECT: UN OUTER SPACE MEETING IN NEW YORK: SOVIET VIEWS

REF: STATE 121247

1. SUMMARY. THE SOVIETS ARE NOT PLANNING NEW INITIATIVES ON MOON TREATY, REMOTE SENSING OR DIRECT TELEVISION BROADCASTING IN FORTHCOMING MEETING OF UN OUTER SPACE COMMITTEE. BUT THEY ARE HOPEFUL THAT SUBSTANTIAL PROGRESS CAN BE MADE, ESPECIALLY IN THE MOON TREATY, AND PLEDGED FLEXIBILITY AND UNTINTING EFFORT TO RESOLVE OUTSTANDING PROBLEMS. IN PRESENTING SOVIET VIEWS, MFA OFFICIAL SUGGESTED THAT DIFFERENCES ON MOON TREATY COULD BE RESOLVED BY ACCEPTANCE OF AMBIGUOUS LANGUAGE ON EXPLOITATION OF MOON'S RESOURCES. ON REMOTE SENSING HE PORTRAYED THE SOVIET-FRENCH POSITION AS A REASONABLE MIDDLE GROUND BETWEEN THE U.S. VIEW AND THE "EXTREME" POSITION OF THE LATIN AMERICANS, BUT HE WAS LESS OPTIMISTIC ABOUT PROGRESS. ON DIRECT TELEVISION BROADCASTING HE RESTATED THE MAJOR SOVIET CONCERNS IN SEEKING LIMITS. ALTHOUGH HE REITERATED SOVIET WILLINGNESS TO BE FLEXIBLE ON THIS ISSUE ALSO, HE DID NOT INDICATE WHAT POINTS MIGHT BE NEGOTIABLE.

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END SUMMARY.

2. EMBOFF CALLED ON BORIS MAYORSKIY, DEPUTY CHIEF OF THE SOVIET MFA'S TREATY AND LEGAL DIVISION ON JUNE 4 TO DISCUSS FORTHCOMING MEETING OF THE UN OUTER SPACE COMMITTEE PER REFTEL. MAYORSKIY DID NOT INDICATE THAT THE SOVIETS WOULD TAKE ANY SPECIFIC NEW INITIATIVES AT THIS MEETING, BUT HE REITERATED SEVERAL TIMES THAT THE SOVIET DELEGATION WOULD WORK TIRELESSLY--"THROUGH THE NIGHT IF NECESSARY"-- TO TRY TO RESOLVE THE ISSUES BEFORE THE COMMITTEE. HE DESCRIBED THE OUTER SPACE COMMITTEE AS A FORUM IN WHICH SOVIET-U.S. COOPERATION WAS PARTICULARLY IMPORTANT BECAUSE OF OUR UNIQUE CAPABILITIES IN SPACE, AND HE HINTED THAT THE U.S. AND THE USSR SHOULD COOPERATE MORE TO PREVENT THIRD WORLD COUNTRIES FROM INTRODUCING EXTRANEIOUS ISSUES.

3. MAYORSKIY SEEMED PARTICULARLY HOPEFUL THAT PROGRESS MIGHT BE POSSIBLE ON THE MOON TREATY. HE REVIEWED THE HISTORY OF THE DRAFT TREATY TO DATE AND SAID THAT AT THE PRESENT TIME THE TEXT IS ESSENTIALLY AGREED EXCEPT FOR THREE POINTS. THE FIRST IS THE SCOPE OF THE TREATY. THE SOVIETS PREFER THAT IT APPLY TO THE MOON ONLY, HE SAID, WHILE THE U.S. PREFERS THAT IT BE "THE MOON AND OTHER CELESTIAL BODIES." MAYORSKIY SAID THAT IN HIS VIEW THIS WAS A MINOR DIFFERENCE EASILY RESOLVABLE IN THE SPIRIT OF COMPROMISE. THE SECOND CONCERNS THE DISSEMINATION OF INFORMATION ON MOON MISSIONS, SPECIFICALLY, HOW AND WHEN INFORMATION ABOUT MOON LAUNCHES SHOULD BE RELEASED. THE SOVIETS WOULD PREFER, HE SAID, THAT INFORMATION BE DISSEMINATED ONLY AFTER A LAUNCH WHEN THERE IS SOME REASONABLE CHANCE THAT THE INTENDED MISSION WOULD BE ACCOMPLISHED, RATHER THAN AHEAD OF TIME. BUT THIS ISSUE CAN ALSO BE RESOLVED WITH COMPROMISE LANGUAGE ALREADY TABLED. THE THIRD POINT AND THE ONLY ONE ON WHICH SIGNIFICANT DIFFERENCES OF OPINION EXIST CONCERNS THE NATURAL RESOURCES OF THE MOON "(AND OTHER CELESTIAL BODIES)," HE ADDED. THIS QUESTION WAS NOT MENTIONED IN THE ORIGINAL SOVIET DRAFT, HE SAID, BECAUSE IT WAS CONSIDERED SUPERFLUOUS. THE SOVIETS SAW NO NEED TO SET TERMS FOR EXPLOITATION OF RESOURCES WHEN THERE WAS NO EARLY LIKELIHOOD OF SUCH EXPLOITATION. UNFORTUNATELY THE U.S., HE SAID MORNFULLY, SPONSORED A RESOLUTION THAT THE MOON'S RESOURCES BE DESIGNATED AS THE HERITAGE OF ALL MANKIND. THIS OPENED PANDORA'S BOX

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AND BEGAN A COMPLICATED PROCESS OF DEFINING THE RULES UNDER WHICH RESOURCES COULD BE EXPLOITED. INDIA AND EGYPT TOOK UP THE QUESTION AND THE INITIATIVE QUICKLY PASSED TO THEM AND OTHER LESS DEVELOPED COUNTRIES. THEY HAVE LITTLE REAL CONCERN ABOUT THE MOON, BUT HAVE INTRODUCED QUESTIONS WHICH PARALLEL THE EXPLOITATION OF SEABED RESOURCES. THE SOVIETS ARE OPPOSED TO THIS PARALLEL AND ARE EMBARRASSED BY THE DISCUSSION WHICH HAS ENSUED. IN 1973, SAID MAYORSKIY, A TEXT WAS WORKED OUT WHICH

INCLUDED AMBIGUOUS LANGUAGE AND WHICH WAS, THEREFORE, ACCEPTABLE TO VIRTUALLY ALL OF THE COUNTRIES. IT STATED SIMPLY THAT THE NATURAL RESOURCES OF THE MOON BELONGED TO NO ONE. THE SOVIETS COULD TOLERATE SUCH A FORMULATION, HE SAID, WHICH EACH COUNTRY COULD READ AS IT WISHED. BUT THE U.S. EFFORT TO MAKE ITS POSITION EXPLICIT ON THE RIGHT OF INDIVIDUAL COUNTRIES TO CARRY OUT EXPLOITATION BROUGHT ABOUT FIRMER OPPOSITION FROM THE LDCSWM NOW, HE SAID, THE LEGAL SUBCOMMITTEE WORKING GROUP HAS THE TEXT OF TWO ARTICLES WHICH CONTAIN MUCH BRACKETED LANGUAGE. THE SOVIETS HOPE THAT THIS QUESTION CAN BE RESOLVED AT THE PRESENT MEETING AND FAVOR THE RETENTION OF AMBIGUOUS LANGUAGE. MAYORSKIY SAID THAT THE SOVIET DELEGATION WILL WORK DILIGENTLY TO TRY TO COMPLETE THE DETAILS OF THIS TREATY. IF A TEXT ON NATURAL RESOURCES CAN BE AGREED, THE OTHER POINTS CAN EASILY BE WORKED OUT, HE SAID. SPEAKING WITH CARE AND EMPHASIS, MAYORSKIY SAID THAT THE SOVIETS "GO TO THIS MEETING WITH THE SERIOUS INTENTION OF PARTICIPATING ACTIVELY IN ANY PROCESS WHICH CAN LEAD TO THE COMPLETION OF A DRAFT MOON TREATY AS SOON AS POSSIBLE." THE COMMITTEE COULD AIM TO PRESENT ITS RESULTS TO THE 30 TH GENERAL ASSEMBLY THIS FALL, OR, IF THEY ARE NOT ABLE TO COMPLETE ALL OF THE DRAFTING, COULD REFER THE MATTER BACK TO THE LEGAL SUBCOMMITTEE FOR FINAL REVIEW NEXT YEAR. THE IMPORTANT THING WAS TO AGREE ON THE WORDING ABOUT NATURAL RESOURCES. THE SOVIETS, HE SAID, WOULD APPRECIATE KNOWING U.S. VIEWS AND PROPOSALS WHICH MAY BE HELPFUL TOWARDS GETTING ON WITH THIS BUSINESS. THE SOVIET DELEGATION, HE SAID, IS PREPARED TO HOLD CONSULTATIONS WITH THE U.S. DELEGATION BEFORE THE MEETING BEGINS OR AS SOON AFTERWARD AS BOTH SIDES FIND CONVENIENT.

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ACTION IO-10

INFO OCT-01 EUR-12 ISO-00 CIAE-00 DODE-00 NSAE-00 NSCE-00

SSO-00 USIE-00 INRE-00 PM-03 H-02 INR-07 L-03 NSC-05

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4. REMOTE SENSING. IN DISCUSSING THIS QUESTION MAYORSKIY MADE TWO POINTS. FIRST, INFORMATION GATHERED BY REMOTE SENSING HAS DIRECT MATERIAL VALUE BECAUSE IT CONCERNS THE LOCATION AND EXTENT OF NATURAL RESOURCES. THE SECOND POINT WAS THAT INFORMATION OBTAINED BY REMOTE SENSING SHOULD NOT BE MADE PUBLIC TO ANY THIRD PARTY WITHOUT THE CONSENT OF THE INTERESTED STATE. IT IS, THEREFORE NECESSARY TO ESTABLISH A SET OF GUIDING PRINCIPLES, HE SAID, TO ENSURE THAT THE USE OF THIS INFORMATION IF NOT HARMFUL TO THE COUNTRIES OBSERVED. THE U.S. POSITION, HE SAID, HAD BEEN BASED ON THE PROVISION OF THE OUTER SPACE TREATY OF 1967 PROHIBITING INFRINGEMENT ON THE PEACEFUL USES OF OUTER SPACE. BUT MAYORSKIY SAID THAT HE WAS ENCOURAGED THAT THE U.S. HAD APPARENTLY ACCEPTED THE PRINCIPLE THAT SOME GUIDELINES WERE NEEDED AND HAD SUBMITTED AN "ILLUSTRATIVE DRAFT" THIS YEAR. HE TOOK SHARP EXCEPTION, HOWEVER, TO THE U.S. POSITION THAT INFORMATION MADE AVAILABLE TO THIRD PARTIES COULD ALSO BE MADE AVAILABLE TO SECOND PARTIES, (I.E., TO THE COUNTRY OBSERVED) AND SAID THAT THIS WAS REVERSE LOGIC. THE IMPORTANT THING FROM THE SOVIET STANDPOINT WAS TO PROTECT THE SOVEREIGN RIGHT OF A STATE OVER ITS OWN RESOURCES. THE SOVIET-FRENCH PROPOSAL, HE SAID, STRIKES A MIDDLE GROUND BETWEEN THE U.S. VIEW AND THE VIEW PRESENTED BY FIVE LATIN AMERICAN
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COUNTRIES. (BRAZIL AND ARGENTINA HAVE NOW BEEN JOINED BY VENEZUELA, MEXICO AND CHILE, HE SAID.) THE LATIN AMERICAN PROPOSAL, WHICH HE SAID WILL PROBABLY DRAW SUPPORT FROM OTHER THIRD WORLD COUNTRIES, WOULD SEEK TO RESTRICT REMOTE SENSING UNDER ANY CIRCUMSTANCES WITHOUT THE PRIOR CONSENT OF THE COUNTRY OBSERVED. THIS EXTENDS THE ARGUMENT ABOUT SOVEREIGN RIGHTS, HE SAID, BUT WAS SIMPLY NOT FEASIBLE. THE SOVIET POSITION IS NOT EXTREME AND COULD ACCOMMODATE THE SEPARATION OF NATURAL RESOURCES FROM THE BROADER ENVIRONMENTAL AND SCIENTIFIC ASPECTS. THE SOVIETS ARE EAGER TO EXCHANGE VIEWS WITH THE U.S. AND OTHERS ON THIS QUESTION, HE SAID, AND DESCRIBED THE WORKING GROUP AGREEMENT ON SIX OR SEVEN POINTS OUT OF 15 OR 20 AS A GOOD START. BUT SPEAKING PRIVATELY, HE SAID THAT IT IS PROBABLY OVERLY OPTIMISTIC TO EXPECT SUBSTANTIAL PROGRESS THIS SOON AND THE MATTER WOULD PROBABLY HAVE TO BE REFERRED TO THE LEGAL SUBCOMMITTEE FOR FURTHER DISCUSSION.

5. DIRECT TELEVISION BROADCASTING. THE DRAFT RESOLUTION ON DIRECT BROADCASTING WHICH WAS READ IN THE LEGAL SUB-

COMMITTEE IN MARCH CONTAINS A GREAT DEAL OF BRACKETED LANGUAGE WHICH REFLECTS IMPORTANT DIFFERENCES ON A NUMBER OF QUESTIONS, SAID MAYORSKIY, INDICATING THAT THE SOVIET AND AMERICAN VIEWS ON THIS QUESTION REMAIN FAR APART. THE SOVIETS, HE SAID, BELIEVE THAT THERE MUST BE AT LEAST MINIMUM CONTROLS OVER DIRECT BROADCASTING TO PRIVATE RECEIVERS IN OTHER COUNTRIES. FIRST THERE SHOULD BE PRIOR CONSENT BY THE RECEIVING COUNTRY; SECOND, THERE SHOULD BE AGREED INTERNATIONAL GUIDELINES ON PROGRAM CONTENT TO EXCLUDE OBJECTIONABLE MATERIALS; THIRD, THERE SHOULD BE A MEANS OF PROTECTION FOR UNAUTHORIZED VIOLATIONS OF THE FIRST TWO PROVISIONS. IT WAS CLEAR FROM HIS PRESENTATION THAT MAYORSKIY DID NOT EXPECT MUCH PROGRESS IN THIS AREA, ALTHOUGH HE SAID THAT HE WAS "NOT PESSIMISTIC." THE SOVIET DELEGATION WOULD BE FLEXIBLE IN THE MEETINGS, HE REITERATED, AND WOULD WORK HARD TO COMPLETE THESE IMPORTANT TASKS.

6. MAYORSKIY SAID THAT THE SOVIET DELEGATION WILL BE HEADED BY PROFESSOR PIRADOV, SOVIET PERMANENT REPRESENTATIVE TO UNESCO AND THE CHIEF SOVIET DELEGATE TO THE OUTER SPACE COMMITTEE FOR THE PAST SEVEN OR EIGHT YEARS. MAYORSKIY HIMSELF WILL BE THE DEPUTY CHIEF OF THE DELEGATION
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AND THE OTHER MEMBERS WILL BE DRAWN FROM THE SOVIET MISSION TO THE UNITED NATIONS. HE DID NOT SPECIFY THE PRECISE NUMBER IN THE SOVIET DELEGATION, BUT SAID IT WOULD BE SMALL AND WOULD HAVE NO NEW FACES. HE LOOKED FORWARD TO THE OPPORTUNITY FOR EARLY EXCHANGES WITH THE U.S. DELEGATION.
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